ADDRESS OF THE DEWAN TO THE MYSORE REPRESENTATIVE ASSEMBLY.

DASARA SESSION.

17th October 1918.

PART I.

GENTLEMEN,

We meet here, by His Highness' command, to exchange views on the work of the country in the thirty-fifth Dasara session of the Representative Assembly.

Before beginning the business of the session, it is my pleasing duty to echo the sentiments of this Assembly and to convey to His Highness the Maharaja our loyal and respectful greetings on his return to the State from an extended tour in Kashmir and the extreme north of India.

2. We rejoice that the fortunes of the war have undergone a marked change during the past three months, as indicated by the gratifying successes on the Western front, the surrender of Bulgaria and the victories in Mesopotamia and Asia Minor. The situation is full of happy augury for an early and victorious peace.

The war.

3. As regards co-operation in war measures, His Highness the Maharaja's contribution towards the cost of the war has been increased to Rs. 70 lakhs. A sum of Rs. 65 lakhs out of the State balances has been invested in the first and second War Loans and the people of the State have separately contributed Rs. 36 lakhs more. Our Imperial Service Lancers and the Imperial Service Transport Corps are still at the front. They have seen service in Egypt, Mesopotamia and Palestine, and we have had the pleasure of receiving, from time to time, very favourable notices of their work. Last year the Imperial Service Lancers are reported to have taken a creditable part in the operations against Gaza.

In regard to recruits, we have not been able to supply more than 40 per cent of the number demanded. This is because, as I remarked before, soldiering has become a lost art in the country. But it is only a question of time for the people to get used to the profession and join the army in larger numbers. Strenuous efforts are being made and liberal inducements, including the grant of lands are being offered in order to attract recruits. A high officer of Government has been placed on special duty to organise recruitment operations, and active propaganda work is in progress.

4. We are passing through anxious times. The war, the drought, the high prices of necessaries of life, the plague and the epidemic of influenza, which has recently spread into this part of the country, mark a distressing combination of calamities, which are pressing heavily on the population, and especially on the poorer classes.

The present situation.

The deficiency of food supplies is a common experience all the world over at the present time. The position in Mysore is intensified by the almost entire failure of the south-west monsoon. At one time the outlook seemed very gloomy, but a few heavy showers during the last and the current months have partially relieved the situation. The difficulties have arisen chiefly from panic, due to the withholding of stocks by the cultivators and attempts at profiteering on the part of the merchants.

5. Apprehending a shortage of food supplies, Government were obliged to bring under control the movement of the principal food grains. Maximum prices have been prescribed for the sale of ragi and rice in certain districts and depots have been opened in the cities of Bangalore and Mysore, for sale at cost price. Several public-spirited citizens have also come forward to sell food grains at reasonable prices. These measures have had a salutary effect, but the situation, though well in hand, continues to cause anxiety.

Presumably, there are stocks of food grains in the country sufficient to last for some months to come and the ensuing harvest, however reduced or scanty, will add to our resources. What is required is that the existing food supplies should be properly conserved and distributed, and that producers, traders and consumers should realise the peculiar difficulties of the situation and work in a spirit of harmonious co-operation. The strong hand of Government must always be in evidence and continue to interfere whenever any section of the community tries to take advantage of the difficulties of the public.

The Past Year's Administration.

Central Administration.

6. The character of the administration is changing under the influence of new conditions. The increase of activities, the creation of new departments, the development of representative institutions and the situation created by the war, have multiplied the work of Government and rendered its functions more onerous and varied. The work of development is receiving increased attention and, judged by statistics alone, the volume of Government business has nearly doubled during the past seven years.

An Extra Member of Council has been appointed, the Secretariats have been re-organised and strengthened and the appointment of Chief Secretary has been revived in order to secure greater co-ordination of business. Special attention is being devoted to the recruitment of the services. Six Assistant Commissioners were appointed on the basis of the results of a competitive examination held in 1917, and six more were nominated from among members of backward communities. For the recruitment of the upper subordinate grades, 34 Probationers were selected during the year for the different departments.

7. One of the important measures undertaken in recent years is the codification of rules and procedure in the several branches of the administration. A system of office inspections by the Efficiency Audit staff has been introduced. A Statistical Branch has been newly organised in the Secretariat under a Director, for the purpose of consolidating and improving the agricultural, industrial, trade and administrative statistics of the State.

Representative Institutions.

The Representative Assembly.

8. As announced in the April session, the franchise of the Representative Assembly has been broadened and simplified. The Assembly has also been granted the privilege of interpellation. Arrangements are in progress to build a new Representative Assembly Hall which will provide better accommodation and various minor conveniences to the members. His Highness the Maharaja has graciously permitted its being named after him.

Altogether 426 subjects were brought up before this Assembly in the two Sessions held in 1917-18. Of these, 244 have been disposed of and 182 are under consideration.

The Legislative Council

9. The Legislative Council met thrice during the year and considered nineteen bills. Among the measures enacted were the Companies Regulation, the Transfer of Property Regulation, the Municipal (Amendment) Regulation and the Local Boards and Village Panchayets Regulation.

The Economic Conference.

10. The Economic Conference met in Mysore for its annual session in June 1918. The chief work done was that of adapting the economic work of the State to changed conditions and the improvement of the organization. His Highness the Maharaja has been pleased to decide that the Economic Conference organization should be made permanent and the exact form to be given to the organization is under consideration. With the Legislative Council, the Representative Assembly and the Economic Conference, the State possesses a more or less complete organization for the political and economic training of the people.

District and Taluk Conferences.

11. Conferences were held in every district and taluk during the past year, and also in some *hoblis* on the people's own initiative, and agricultural, industrial and health exhibitions were arranged in connection with many of them. At present these conferences are organised by the joint exertions of officers and non-officials. There is, however, a growing tendency for non-official gentlemen to come forward and take the initiative. And, in course of time, these district and taluk conferences may be expected to develop into miniature Representative Assemblies for the respective areas and prove valuable adjuncts to local administration.

Local Self-Government.

Municipalities

12. Meanwhile, attention is being paid to the rapid development of the local self-Government scheme. The necessary legislation has been passed and a special officer appointed to assist in its introduction. In order to reduce gradually the official element in municipal administration, the Bangalore City Municipal Council has been granted the privilege of electing its own President. Non-official Presidents have been appointed for the town municipal councils of Kolar and Chikmagalur and the office of Vice-President has been declared elective in the two cities of Bangalore and Mysore, and in twelve towns. In three more towns, non-official Vice-Presidents have been appointed by Government. In the Mysore City, non-official gentlemen have been appointed both on the Municipal Council and the Trust Board in the place of the official President-Chairman.

A programme of improvement works has been adopted for the Bangalore City, which includes the construction of a general market, a town hall and municipal offices and various other improvements and amenities. The cost is estimated at Rs. 13 lakhs, of which two-thirds will be borne by Government as a special case. Projects for laying out new extensions to the east of the Fort Centre Road in Bangalore City and near Vontikoppal in Mysore City, and also for the formation of industrial suburbs in both cities, have been sanctioned.

Rural Boards.

13. The re-organization of rural boards is proceeding satisfactorily. Their revenues have been materially increased by the transfer to them of the *mohatarfa* tax and the items of local cess which constituted the Local Funds General. It is gratifying to note that, with the increase of resources, some of the District Boards are showing lively enterprise in regard to the extension of railways and road communications. Village Panchayets under the new Regulation have been constituted for 842 villages and further work is proceeding.

Finances.

Budget estimates.

14. The revenue and expenditure for the year 1917-18 under service heads stood at Rs. 309·11 lakhs and Rs. 307·64 lakhs respectively, leaving a surplus of Rs. 1·47 lakhs. The capital outlay not chargeable to revenue aggregated Rs. 48·17 lakhs. For the current year, the budget estimates, as finally passed, provide for a revenue of Rs. 298·33 lakhs and an expenditure of Rs. 297·92 lakhs under service heads. The proposed capital outlay not chargeable to revenue is Rs. 93·13 lakhs.

15. On account of the disturbing conditions arising from the war, great caution has become necessary in the administration of our finances. Government, however, anticipate no difficulty this year in meeting from current revenues the whole of the expenditure provided in the budget, including the capital outlay.

Revenue Departments.

Land Revenue.

16. The Land Revenue Department received considerable attention during the year. The prospects of Amildars have been improved and better arrangements made for recruitment and training. The taluk establishments have been re-organised and an improved scale of pay introduced at a total cost of Rs. 84,000 per annum. A separate school for the training of Shekdars has been sanctioned. Various minor improvements have been effected in the system of work in revenue offices. Orders have been passed for the transfer of 125,000 acres of Amrut Mahal Kavals to the Revenue Department and steps are being taken to subdivide and make the lands available for cultivation.

The Civil Veterinary Department was re-organised in February 1918 in order to provide for the rapid extension of veterinary aid in rural parts.

Excise.

17. The excise revenue during the year amounted to over Rs. 65 lakhs as against Rs. 62 lakhs in 1916-17. With a view to reduce the consumption of intoxicants, 34 arrack and 346 toddy shops were closed during the year. The hours of sale have been further restricted and steps taken to remove shops located in prominent places. The issue of licenses for the sale of liquors during *jatras* has been discontinued. The principle of local option, which was introduced as an experimental measure, has worked satisfactorily and it is proposed to further extend it.

Forests.

18. In the Forest Department, the number of range charges has been increased and the pay of subordinates improved at an increased cost of Rs. 56,000 per annum. A school has been opened for the training of Rangers and other forest subordinates. A valuation survey of sandalwood has been commenced in order to place the exploitation of this valuable product on a scientific basis. Experiments in forest industries such as, the manufacture of paper pulp, straw boards, pencils and matches continued to receive attention.

The Registration Department has been re-organised at an additional cost of Rs. 19,000 per annum.

Protection and Minor Departments.

Judicial.

19. As announced in my speech at the last session, a scheme is being introduced for the separation of judicial and executive functions. A special officer has been appointed to assist in the introduction of the new arrangements, which will come into operation from the calendar year 1919 in the Districts of Bangalore and Shimoga.

Police.

20. The pay of the men and officers of the police force has been increased and provision made for the investigation of crimes by a higher class of officers than at present. The prospects of the clerical establishment

of the department have also been improved. The scheme of re-organization, when fully brought into force, will involve an additional expenditure of more than Rs. 2 lakhs per annum.

Military.

21. The rates of pay, allowances and pensions of the members of the military force are being improved. A scheme has been sanctioned for the grant of lands on concessionary terms as a reward for distinguished service. Scholarships and other facilities are being provided for the education of soldiers' children.

Medical and Public Health.

22. The Medical Department has been re-organised and the pay of officers and subordinates increased, at an aggregate annual cost of Rs. 80,000. Recently, proposals have been sanctioned for encouraging ladies to enter the medical profession and for increasing the number of qualified midwives and nurses. The new buildings of the General Hospital at Mysore, now named the Sri Krishnarajendra Hospital, were completed and brought into use towards the end of the year. The vaccination establishment of the Public Health Department has been re-organised. A better scale of pay is provided for vaccinators, and to ensure efficient supervision, nine Deputy Inspectors have been appointed.

Hill stations.

23. The hill station of Nandi has grown in popularity, the number of visitors having doubled during the past three years. The improvement of Chamundi hill is proceeding. In view of the limited possibilities of Devarayadurga and Kalhattigiri, it is proposed to defer the schemes for the improvement of those stations.

Technical Departments.

Public Works.

24. The total expenditure on public works from all sources, including local funds and contributions, amounted to about Rs. 60½ lakhs. The Krishnarajasagara dam has been kept at a height of 63 feet at the centre to serve as a waste weir and it is raised in places up to a height of 103 feet on the flanks. Nearly the whole length of the low level channels has been excavated. The survey for the high level canal and estimates for its construction are nearing completion. The outlay on the works during the year amounted Rs. 11¾ lakhs, which brought the total expenditure up to the end of June 1918 to Rs. 127¼ lakhs. Project sub-divisions have been constituted to expedite the restoration of tanks. In connection with the improvement of irrigation facilities in the *malnad*, construction-work has been commenced on the *anicut* across the Bhadra in the Shimoga District which is estimated to cost Rs. 8½ lakhs.

25. The construction of the new Palace at Mysore has been put in hand. Building estimates aggregating nearly Rs. 2½ lakhs have been sanctioned in connection with the Mysore University and a sum of about Rs. 2 lakhs has been allotted for the construction of school houses throughout the State. An Architect's Division has been formed to deal with important building projects.

Particular attention was paid during the year to the repair of the more important roads. District Boards have been offered liberal assistance for the construction of new roads in the interior, wherever they are badly wanted. The bridge across the river Tungabhadra at Honnali is practically completed and will be opened for traffic very shortly.

Electrical.

26. The fifth installation of the Cauvery Power Scheme was completed during the year and the capacity of the generating station increased to 22,650 H. P. The remodelling of the Kolar transmission line has improved the supply of power to the gold mines.

Railways.

27. Our railway activities are progressing satisfactorily. In fulfilment of the conditions of the Branch Lines Agreement, the Government of India have been good enough to express their willingness to restore to the Mysore State the management of the Bangalore-Mysore, Mysore-Nanjangud and Birur-Shimoga sections. Steps have been taken to secure at an early date the transfer of these lines from the Madras and Southern Mahratta Railway Company. The Mysore-Arsikere Railway has added more than 100 miles to the open railways in the State. With the resumption of the lines referred to above, we shall have a total length of 372 miles of metre and narrow gauge lines under State management.

The approval of the Government of India has been received to the following projects and arrangements are being made to start construction :—

(*a*) Shimoga-Arasalu section of the Shimoga-Bhatkal Railway;

(*b*) Kemmangundi-Benkipur Tramway;

(*c*) Agasanhadlu-Benkipur Tramway.

The Government of India have also intimated that they have no objection to the construction of a railway from Nanjangud southwards within our own territory. The District

Board of Mysore has offered to raise a loan to finance the scheme and the question of starting construction is under consideration. Arrangements are in progress for transferring the Railway headquarter offices from Bangalore to Mysore City.

Geology and Mining.

28. Owing to the uncertainties of transport and the need for strict economy in the use of explosives, the mining companies on the Kolar Gold Field have found it necessary to slightly reduce the production of gold until the restoration of normal conditions. The output of bar gold during 1917-18 was 524,264 ounces, of an approximate value of Rs. 3,01,45,365, which shows a decrease of 25,552 ounces in output, and Rs. 14,76,270 in value, as compared with the figures of the previous year. The total royalty payable is approximately Rs. 17,24,000 against Rs. 18,10,913 in 1916-17.

Progress, Moral and Material.

The Mysore University.

29. A College of Engineering has been established in Bangalore and the first-year B. A. Class has been opened in the Maharani's College for women. Proposals for starting an Agricultural Faculty are under consideration. The degree examinations were held for the first time during this year and forty candidates have graduated. The first Convocation for the conferring of degrees will be held on the 19th instant. Arrangements are being made to develop the extension and publication departments. The Oriental Manuscripts Library has been reorganised and improved. Five endowments of the value of Rs. 25,000 were received during the year and two endowments of Rs. 25,500 have since been secured. The endowments to the University, so far obtained or promised, aggregate Rs. 1,30,000, which, having regard to the short time the institution has been in existence, is a gratifying evidence of public appreciation.

Education.

30. The progress of education during the year 1917-18 was marked by an increase of 2,094 institutions and 41,138 scholars. On 30th June 1918, there were 11,294 public and private institutions in the State with 336,836 pupils. A new English High School has been opened at Davangere and the District Normal Schools at Bangalore, Tumkur and Shimoga have been raised to the status of Kannada High Schools. The scheme of compulsory primary education is in active operation in 68 centres and preliminaries have been completed in the 170 centres to which the extension of the scheme was sanctioned during 1917-18.

The education of the depressed classes continues to receive attention, an allotment of Rs. 50,000 having been specially earmarked for this purpose. A Panchama Boarding School for Tumkur and a smaller one for Chikmagalur have been sanctioned and measures are being taken to develop the Panchama Boarding School at Mysore into a Central Educational and Technological Institute for Panchamas and other depressed classes.

The statistics of female education show a small increase of 76 schools and 2,305 pupils during the year. Attempts are being made, as far as possible, to staff girls' schools with women teachers and an attractive scale of pay has been fixed in order to induce lady graduates to enter the teaching profession

The number of practical instruction centres rose from 170 to 290. Commercial classes have been opened in the High Schools at Chikmagalur, Hassan and Channapatna. A Director of Boy Scouts has been appointed and Scout troops have been organised in Bangalore, Mysore, Shimoga and other centres.

Agriculture.

31. There was fair progress in the operations of the Agricultural Department during the year. The provisions of the Pest Act were for the first time applied in a few areas, generally with satisfactory results. Practical courses of instruction continued to be held at the Agricultural School, Hebbal, for the benefit of rural school masters and agriculturists.

Industries and Commerce.

32. The department is actively engaged in developing the weaving industry and a beginning has been made with metal works and soap manufacture. The Central Industrial Workshop has been developed. The starting of District Workshops at Shimoga and Chitaldrug has been sanctioned and the Chitaldrug District Board has offered to meet half the cost of the latter institution. Forty-six loan applications, involving a sum of Rs. 2,75,578, were sanctioned during the year and 40 installations of machinery and plant were undertaken, out of which 24 have been completed. The department was reorganised during the year and a separate commerical section constituted.

Co-operative Societies.

33. The Bill for the amendment of the Mysore Co-operative Societies Regulation has been passed into law. In order to ensure more efficient supervision over the work of the societies, the superior staff of the department has been strengthened. One thousand and ninety-seven societies were working at the end of the year with 82,000 members and a working capital of Rs. 66,00,000. There was increased co-operative activity in the *malnad*, where the number of societies has reached 173.

Economic Conference.

34. Nine meetings of the Standing and Central Committees of the Economic Conference were held during the year. The outstanding feature of the work of the Education Committee during the year was the development of popular libraries. Seventy-seven travelling libraries, 22 taluk libraries and 89 rural libraries have been organised. Improvement of live-stock and organization of Co-operative societies for agricultural purposes were among the principal subjects which received the attention of the Agricultural Committee. The Industries and Commerce Committee has several useful and constructive schemes on its programme, but the difficulty of procuring the requisite machinery made it necessary to restrict immediate attention to minor industries which require no elaborate equipment.

Special Schemes.

Village Improvement.

35. The progress under the Village Improvement Scheme was fairly satisfactory. The number of committees rose from 8,661 to 8,820 which served a population of 47⅛ lakhs. Five thousand two hundred and thirty-nine committees attended to works of communal benefit and 4,958 subscribed for one or more newspapers. There was a slight decrease in the cost of works carried out with the aid of Government grants, the aggregate cost being Rs. 1,10,760. Two thousand three hundred and sixty-four miles of cart track were improved by the committees and a sum of Rs. 67,156 was collected for the village common fund against Rs. 31,923 in the previous year. Including the twelve courts newly established, 172 village courts were working at the end of the year. The total number of tank panchayets sanctioned up to the end of 1916-17 was 82 and the constitution of fifteen more was sanctioned during 1917-18. Forty-five blocks measuring 17,830 acres were notified as village forests. Seven new blocks were granted during the year under the Large Landed Estates Scheme. Out of 706 minor tanks that were under restoration during the year, 106 were completed. A sum of Rs. 1,35,722 was spent out of the sanctioned allotment of Rs. 2,44,000.

Progress in the construction of drinking water wells is still unsatisfactory. Only 239 works were completed and a sum of Rs. 69,217 spent during the year. Hand pumps are being installed, as far as possible, to protect wells from contamination.

Malnad Improvement.

36. The continuance of the Malnad Improvement Scheme for a further period of five years has been sanctioned and the annual grant raised from Rs. 1½ to 2 lakhs. Attention continued to be paid to the clearance of rank vegetation, provision of drinking water wells, construction of drains, shifting of insanitary village sites, provision of medical relief and distribution of quinine. Vaccination has been declared compulsory in the rural areas of the *malnad*. Arrangements are in progress to convert the female dispensaries at Shimoga and Chikmagalur into small maternities and to train local women in midwifery. The proposal to establish a land bank in the *malnad* and the question of labour supply are receiving attention.

Future Lines of Work.

The New Outlook.

37. The present war has altered the general outlook of progressive people all over the world. It has brought to light the value of unity, the beneficial effects of co-operation and combination, on a scale never witnessed before. It has revealed new and unsuspected values in organization, collective enterprise and Government control of concerns of national importance. It has led to the discovery of new powers and fresh methods of work which, if used for the arts of peace, are of rich promise for the welfare of mankind.

38. The years which follow the war will be a period of strenuous reconstruction. The aim of every after-war reform is the same, namely, to add to the comforts of the people by increasing production and wealth. England is preparing in every way to meet the new situation. A Ministry of Reconstruction has been created which is working hand in hand with other related Ministries. Notwithstanding the war's pre-occupations, the belligerent nations have been promoting education more diligently during the war than ever before. Every progressive nation, whether belligerent or neutral, is aiming to secure for itself better organization, greater co-operation from its people, improved methods of manufacture, cheap supply of raw materials and increased enterprise in trade.

39. The developments we have undertaken in Mysore are in consonance with the trend of this new thought. We have begun late and our efforts are yet feeble. But we have in a small way educated the people to the importance of economic development. Our duty now is to improve our organization and methods of work and to keep touch with reconstruction problems in advanced countries. We have to go along the same road with them, though following at a great distance behind.

ADMINISTRATION.

40. Next to the ordinary work of administration and the efficient performance of routine duties, development work occupies an important share of our attention at the present time. We have to develop both the material resources of the country and the energy and capacity of the people. Of the two, the latter is the more important.

Development of material resources.

41. The work of developing the material resources is making good progress. We have, in a small way, been building new railways, extending hydro-electric works, constructing irrigation works and restoring and repairing minor tanks. The forest and mineral wealth of the country is also being utilized. Various other schemes which can be undertaken by Government are under investigation. But the resources of the country cannot be effectively developed unless private enterprise steps in and the people themselves attempt large scale production and start industries and manufactures on a co-operative or joint-stock basis.

Training the people.

42. Opportunities of political and civic training have been afforded by His Highness the Maharaja, by the privileges conferred on the people in recent years in connection with the constitution and functions of the Representative Assembly, the Legislative Council and the Economic Conference. The District and Taluk Conferences are also materially helping in the education of the people in the duties of citizenship. The new Local Self-Government Scheme offers special opportunities of service to large classes of population. If the scheme is to realise its promise, however, our people should see to it that, as far as possible, only men of constructive ability and executive capacity are singled out and returned as their representatives on the public bodies.

The amount now being spent on training the people and equipping them for the work of the country is very inadequate. The actual expenditure incurred at present for training people for economic work is perhaps a little less than Rs. 2 lakhs. This outlay might with great advantage be doubled and the money will come back to the country a hundredfold in due course. In this connection, perhaps, it may interest you to know that, in some of the more progressive countries, very large sums of money are spent both from State and municipal funds on measures connected with civic and educational publicity.

Finance.

43. Coming to finance, it is clear that no large increase of revenue can be expected from land tax and we have to look to other sources to meet the growing expenditure of the country. A beginning will be made with income tax which will be levied at the rate of 3 to 6 pies in the rupee on non-agricultural incomes exceeding Rs. 1,200 per annum. One merit of this tax, if a tax can be said to have any merit, is that the poorer and the lower middle classes and the vast masses of the agricultural population will be excluded from its operation. The tax will bring to Government a progressive revenue with the development of industries and trade in the country.

44. We have constructed productive public works within the past few years at an outlay of about Rs. 3 crores, and we propose to continue this policy in future by raising loans, if necessary. It is estimated that in the next few years, the normal programme of public works for the State, including railways, irrigation works, electrical works and industrial undertakings, will require a provision of about Rs. 75 lakhs annually. The credit of Government may be utilized more largely than is being done at present for borrowing for its own purposes and also for enabling local bodies, private syndicates and corporations to obtain loans.

Public service.

45. A continuous improvement in the character of the public service is being attempted. Picked young men are appointed as recruits for all the important departments, by means of examinations and by selection. Provision is made for training officers abroad and for the higher appointments, and special steps are taken to increase the representation of backward communities in the public service. The efficiency of officers and offices is receiving increasing attention. All the important departments of Government have been reorganised in recent years. Endeavours are being made, by closer scrutiny, to ensure that every department and office acts up, as far as possible, to the rules and standards laid down for its guidance.

Growth of work in the administration.

46. Among the many traditional beliefs of the people is the idea that we can avoid growth of work, and growth of activities; that, at best, such growth may be tolerated but is not a thing desirable in itself. With the growing economic and social awakening of the people, it is inevitable that the work of administration should grow and that the establishment should be increased to cope with it. If it is of the proper kind, growth of work means activity, means progress; and progress, if it is in the right direction, will bring increased wealth to the people and additional revenues to Government. This is the experience all over the world and it is on these ideals that our administration is also being built up.

Economic Progress.

47. The main objects of economic policy in every country are;—
Augmenting agricultural produce;
Increase of production in industries and manufactures;
Promotion of trade;
Extension of education and vocational training.

Recent measures.

48. We have made a substantial beginning to promote all these objects. Under education, the University is being developed and strengthened, and the total school-going population has increased from 1,38,153 in 1910-11 to 3,66,856 in 1917-18, showing an increase of 166 per cent. In respect of compulsory education, good progress is reported in the case of boys and a beginning has been made in the case of girls. The operations of the Agricultural Department have undergone considerable expansion. Sericulture is receiving marked attention and a commencement has been made to encourage horticulture. The new Industries and Commerce Department is playing an important part in the development activities of the country. The Sandal Oil Factories have been working satisfactorily and work on the Iron Scheme has been put in hand. During the last five years, there has been a notable expansion of the co-operative movement, the number of societies and their membership having increased three-fold and their working capital more than five times.

Standards.

49. A great deal more yet remains to be done. But no large or rapid progress is possible without definite objectives, well-defined methods of work and an adequate and efficient organization. It is necessary to place some definite standards before the public, some clearly defined aims for their guidance. As instances of what is meant by standards, I may mention three or four we have had in view, selected at random. One of them is to double the agricultural produce of the country in ten years. Another is to induce every family in the village to lay by enough food grains or money for maintaining the family for a couple of years so that, in times of short rainfall, it may not run the risks of starvation. A third standard aims at doubling the present school-going population in five years. A fourth contemplates increasing the number of persons engaged in industries and trade eventually to 25 per cent of the total population.

Essential ideas.

50. We must shape our habits and methods according to the latest experiences of progressive countries, particularly in respect of corporate discipline and collective morality which are new to our people. The importance of working together in large numbers and pooling resources and capital should be brought home to all. Education should come to be regarded as an investment and accepted as a birthright of the meanest citizen in the land. Science and the use of machinery should be made subjects of popular knowledge. A persistent effort should be made for adequately training adult workers in their respective trades and callings. Standard business ideas and practices should be spread by lectures and leaflets among the entire population.

Organization.

51. Our central organization for economic work is fairly complete. The arrangements for associating the mofussil population with the central organization are being perfected. A scheme to enlist the services of a large number of workers in the activities connected with education, agriculture, industries and commerce, has been sanctioned and is making fair progress. Helpers and associates are classed into three grades according to the standard of work expected of them. It is hoped that the leading representatives present here will help to make further additions to our working force.

52. The organization for local work requires further development. The Progress Committees of the unit areas have now no specific executive agency to reach the cultivators. It is suggested that we must have one official in each *hobli*, or section of a taluk, for propaganda work, to ascertain the wants of the rural population and furnish statistical and other information to the central agencies. If the official is chosen from within the *hobli* itself, we shall be creating an active agency for self-improvement in each local area.

Civic and Social Progress.

53. All the activities not deliberately classed as administrative or economic may be said to fall under "civic and social." Their object is, as the name implies, to train the people to become good citizens and good members of society. It is proposed, by means of a special organization, to spread among the people of the country a knowledge of literature, art, culture, manners and morals; to inculcate habits of discipline, orderliness, loyalty to the Sovereign, love of country and spirit of service; to reform social customs and practices by raising the status of women, improving marriage customs and elevating the backward and the depressed classes; to create opportunities to every one according to his station in life to bring up healthy families, to live in clean and sanitary dwellings and to help in building up well-planned and beautiful villages and towns; and generally to enable the non-official public

to co-operate with Government and with one another in the general uplift of the masses of the population in all parts of the State. To this end, the public of Mysore have recently started an organization known as the Civic and Social Progress Association which has the support of the leading public men of the country.

54. The object of Government in intruding into this sphere of work is to stimulate effort, to induce the people to think out problems for themselves, initiate improvements and build up sound habits and practices and appropriate standards of conduct suited to the times. Government do not desire to lay down any fixed rules or standards. The responsible public leaders will do this. They will study the wants and defects of each community and each grade of the population and suggest the needed reforms. If the representative leaders investigate the weak points in the political and social life of the country in this way, the means of improvement will suggest themselves in the natural course; and by further discussion and familiarity, the investigators will become enthusiastic supporters and advocates of their own remedies. By constant preaching through the press, by book and platform, we may confidently hope that the average citizen will begin to imbibe the spirit of reform and attain to higher standards of industry, capacity and refinement.

Reconstruction.

55. The idea of reconstruction has a special meaning for us in Mysore. Some three years before the war, we began to take stock of our economic position. We found, by comparison with advanced countries, that the extent of education in Mysore was roughly about one-sixteenth of what it should be and, in regard to earning power, we stood in the same or worse relation. We now know that economic efficiency and education go hand in hand, and that, by neglecting education in the past, we have stood low in the scale of productivity and earning power. In economic matters, therefore, it is a case of construction for us, and not "reconstruction." It is a case of beginning at the very beginning, to build up a new structure altogether, on modern lines.

56. We have made a beginning in organization and in inducing the people to work together. We have catalogued and placed before them problems of immediate future interest. We have got together conferences, associations, committees and honorary workers in various parts of the country. We are taking steps to make all grades of the population, particularly the vast masses of agriculturists, to participate in the new activities and work to a common end. If the inhabitants all over the country consent to put their backs into the task and make a united effort, it would not be difficult to double or even treble production within a decade and create the additional wealth which the country so sorely needs. From the many warning voices we have had in the course of this year, few will deny that the creation of a margin of safety in this way is essential for the very existence of our people.

Place of Indian States in the Reforms Scheme.

57. In last year's address I indicated what, in our view, was the proper place of Indian States in any scheme of Constitutional Reforms and the present address would be incomplete if I omitted reference to that momentous question.

58. In the historic report issued as a result of their enquiry by the Right Hon'ble the Secretary of State and His Excellency the Viceroy, the claim of Indian States for a share in the deliberations of the Government of India is definitely conceded. The Report contains specific recommendations designed firstly, to improve the relations of Indian States with the Government of India and secondly, to give the States a voice in the central government in regard to the administration of affairs of common interest to both British Provinces and Indian States.

I need make no reference to the proposals which come under the first head because, although valuable, they have no particular bearing on constitutional reforms which affect India as a whole. The recommendations under the second head comprise:—

(1) The creation of a Council of Princes as a permanent consultative body; and
(2) Provision for joint deliberation in matters of common interest between the Council of Princes and the Council of State.

Some of the Rulers of the States may not be prepared to join a Council of Princes. Some may be disinclined to take part in acute political controversies; and, in any case, there is no guarantee that every State will receive adequate representation in proportion to its size and importance. The Council of Princes will be merely "a machinery for collective consultation" and according to the proposals put forward, joint consultation with the Council of State will be only permissive. The Council will have no constitutional position, its functions will be purely advisory and its views are liable to be overshadowed by those of the Imperial Legislature.

59. When the Rulers of Indian States were consulted, one view urged was that the

Indian States should have the privilege of sending representatives (not necessarily Princes) to a second chamber, where the representatives from British India as well as from the States might sit face to face and deliberate on matters of common interest. This view seems to be favoured also, in essential particulars, by the distinguished authors of the Report, although, on account of the unpreparedness of the States themselves, they express their inability to recommend its immediate adoption. The Right Hon'ble the Secretary of State observed more explicitly in the House of Commons on 6th August 1918 that "the proposed germ of a second chamber also indicated a way by which, in due course, the Princes, now rather isolated in constitution, might join for joint deliberation for common affairs, and only for common affairs, with the Upper House."

The future prosperity of the States is closely bound up with the manner in which the common interests of the Empire are administered and it is of the highest importance to them to secure an adequate voice to safeguard their interests in the new constitution.

60. A solution on the following lines will perhaps meet the case as it fits in with the ideal of the progressive realization of responsible government in India:—

(1) The Indian States may, to begin with, be permitted to send their representatives to the proposed Council of State, the number of representatives being in proportion to their relative population, which is roughly 23 per cent of the whole.

(2) Eventually, when responsible government is fully established and both the assemblies of the Government of India come to be concerned principally with questions relating to the Indian Empire as a whole, the States may be allowed to send representatives to both the assemblies.

(3) As regards the subjects which come up before these assemblies, two separate schedules may be maintained according as they pertain to matters—

(i) of common interest, or

(ii) of interest to the British Provinces exclusively;

and the representatives of Indian States permitted to participate in the discussion of subjects of the former class only.

61. The difficulty in the way of giving practical effect to these proposals seems to be the fear, widely entertained, that participation in the manner stated would give the parties concerned, *i.e.*, the Indian States and the British Indian Provinces, the power of interfering in each other's affairs. There is no warrant for such an assumption because, in any common meeting of the two classes of representatives, questions of sectional interest will be excluded as a matter of course and, as stated in the Report, when the Provinces ultimately become self-governing units, the central government will come to deal almost entirely with matters of common concern.

If the experience of the other parts of the British Empire, *i.e.*, Canada, Australia and South Africa, is to be any guide, there can be no doubt that the representatives of the Indian States will also ultimately find a place in both the senatorial assemblies of the Government of India.

62. As I stated before, the central idea of after-war reforms in every country is economic and the most pressing need of this country also is economic development. If there is to be any reconstruction in India after the war, if we are to have opportunities of participating in the world's progress, we require all the help and encouragement which the resources of a united India can give to its constitutent parts. It is for this purpose that we ask for direct representation in the Councils of the Indian Government, The reformed Government of the future should be the prop and pillar of the individual States in this respect. Without the countenance and support which a powerful central government can give, the Indian States will find themselves helpless in the severe world competition which will confront them after the war.

M. VISVESVARAYA,

Dewan of Mysore.